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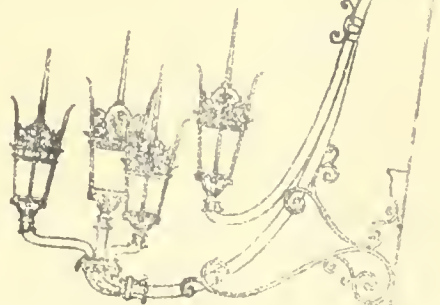


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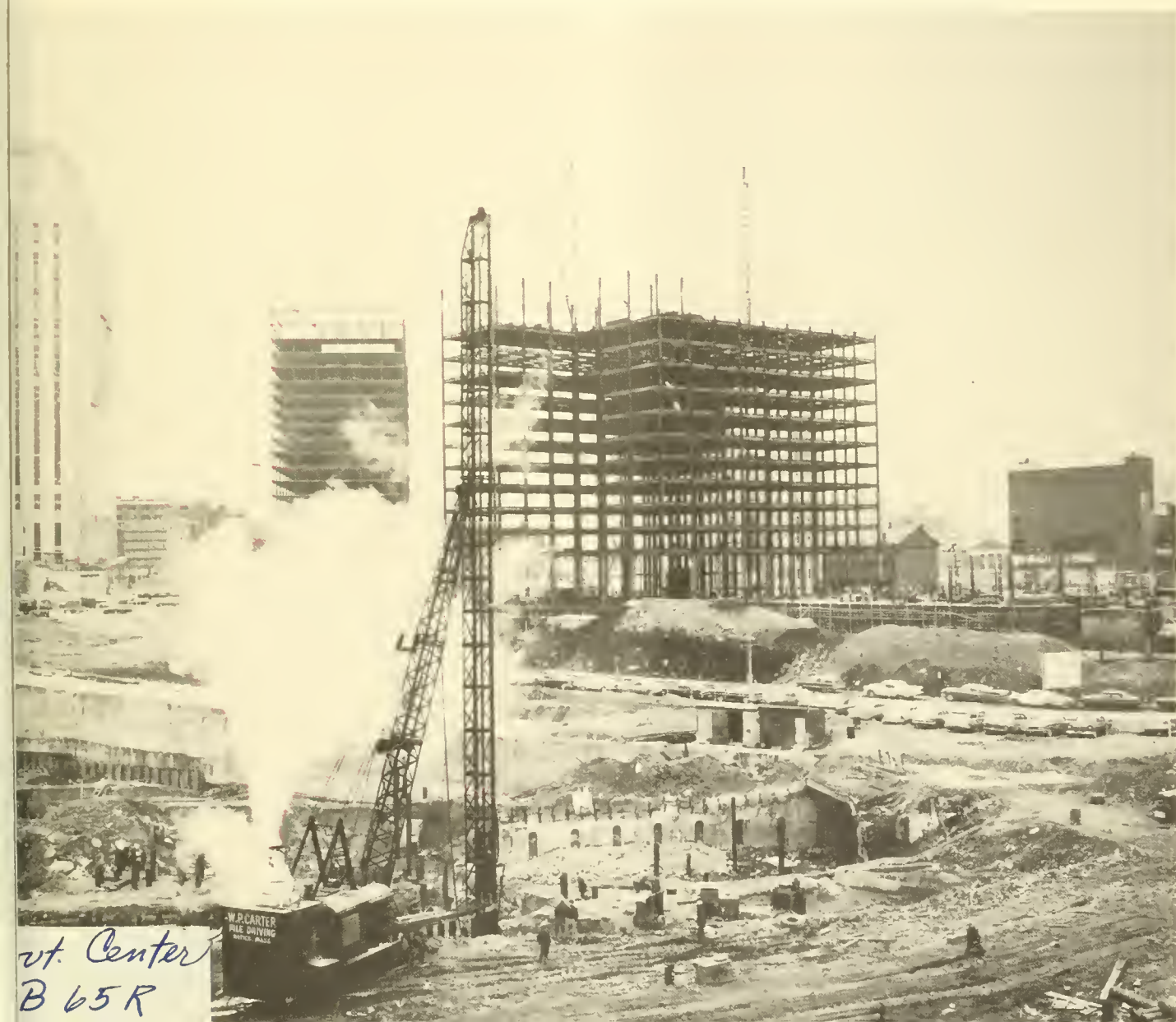
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BOSTON REVIEW

GOVERNMENT CENTER PROGRESS REPORT

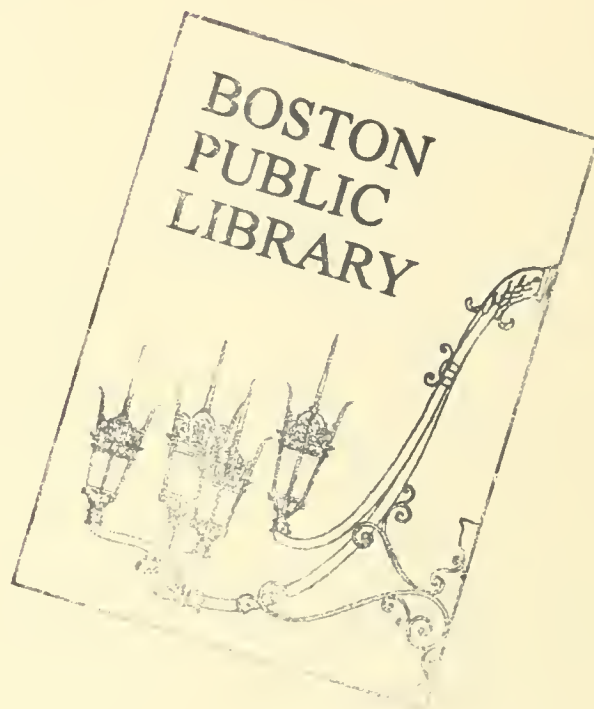


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GOVERNMENT CENTER

PROGRESS REPORT

MAY, 1964



B O S T O N R E D E V E L O P M E N T A U T H O R I T Y

This is a status report of physical progress made in Government Center since the early land taking in October of 1961, as well as a summary of important planning and development accomplishments since the Project's inception. It includes the following chapters:

- A. Introduction
- B. Project Summary
- C. Physical Progress
- D. Public Development Progress
- E. Private Development Progress

Appendix A - Project Chronology

Appendix B - Financial Plan

Illustrations included are:

- | | |
|----------------------------------|--------------------------|
| 1. Government Center Key Photo | following page <u>3</u> |
| 2. Federal Office Building | following page <u>8</u> |
| 3. City Hall | following page <u>9</u> |
| 4. State Service Center | following page <u>10</u> |
| 5. Government Center MTA Station | following page <u>11</u> |
| 6. One Center Plaza | following page <u>13</u> |
| 7. Boston Edison Rehabilitation | following page <u>14</u> |
| 8. Illustrative Site Plan | following page <u>19</u> |

The photograph spread on the cover is a panoramic view of the Government Center Project Area. Pile driving for City

Hall is shown in the foreground, and in the background, from rear cover to front cover, can be seen the new MTA kiosk, the new MTA tunnel, and the State and Federal Office Buildings under construction.

A. INTRODUCTION

On October 25, 1961, the Boston Redevelopment Authority acquired by the power of eminent domain almost all of a 60-acre area located in the heart of the Boston Peninsula. This area, formerly known as Scollay Square, was one of the most blighted in the central city marked by dilapidated dwellings and vacant stores, open parking lots, broken neon lights and faded marquees, taverns and tattoo parlors, marginal business establishments of one sort or another, an area marked by a high incidence of social disorders, fires and crimes. Its location, at the confluence of the financial, governmental, retail and transportation centers of Boston, well served by mass transit and public highways, only served to underscore its misuse.

Although October 25, 1961, marked the most significant action in the move to convert this area, through the process of urban renewal, into a thriving and useful complex of private and governmental buildings, the idea of developing a government center in Boston was conceived as early as 1954 when it became apparent that the City, State and Federal governments were each contemplating

major new construction in Boston. Scollay Square, by reason of its condition and location, seemed a logical choice for such a development, which would also serve to stabilize property values in a declining area, generate new private investment and improve the physical environment of nearby historical monuments. Serious discussions with the major public bodies concerned commenced in 1958, and by early 1960, a sufficiently definite program was fashioned to permit application for a Federal advance for surveys and plans for the Project. At that time I. M. Pei and Associates were engaged to prepare an Urban Renewal Plan for the Project. The goals of the Plan were to clear a decadent area in the heart of the city and to convert it to a major center of governmental and private activity, marked by buildings of architectural excellence, with allocations of space to intensive business uses. Increasing the local tax base and revitalizing the downtown core were important considerations in the planning of the Project. The I. M. Pei Plan, shown in relief in the Government Center Key Photo on the following page, forms the basis of the project proposals and accomplishments described in the following chapters.



GOVERNMENT CENTER

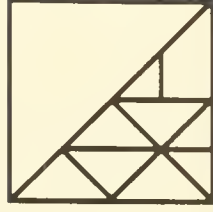
Proposed New Construction in Project Area

- 1 City Hall (New)
- 2 Federal Building (New)
- 3 Government Center Plaza (New)
- 4 Motor Hotel (New)
- 5 Parking Garage (New)
- 6 Private Office Buildings (New)
- 7 Sears Crescent (Rehabilitated)
- 8 State Service Center (New)

Other Buildings Shown

- 9 Central Artery
- 10 Custom House Tower
- 11 Faneuil Hall
- 12 State House
- 13 State Office Building (New)

BOSTON
REDEVELOPMENT
AUTHORITY



B. PROJECT SUMMARY

Under the Government Center Urban Renewal Plan, the Project Area is subdivided into 10 major and 6 minor building sites, a 7½ acre plaza, two smaller squares, and 4 major streets. Among the major building sites are four to be devoted to public uses: (a) a new Boston City Hall, (b) a new Federal Office Building, (c) a State Service Center comprising three buildings, and (d) a 2,000-car public parking garage. Other buildings planned to be constructed include five or six large office buildings, a new police station, and a chapel. A transient housing facility is also permitted under the Plan. Major improvements will be made in the MTA system, and new ramps will be constructed to connect the Government Center to the Central Artery.

When completed, the project will have involved a total financial investment of over \$200,000,000.* This total is composed of:

Private construction	\$75,000,000
City Hall	20,000,000
Federal Office Building	25,000,000
State Service Center	34,000,000
Parking Garage	7,000,000
Other Public Construction	2,500,000
Streets, utilities, etc.	6,500,000
MTA Improvements	4,000,000
Federal Grants	28,000,000

* All figures rounded to nearest \$500,000.

C. PHYSICAL PROGRESS

On September 21, 1961, the Federal Government approved the Boston Redevelopment Authority's application for an Early Land Acquisition Loan* for Government Center - the first project in the country to receive such funds. Since that time, more than \$24,000,000 in Federal loans has been received for the acquisition of properties, for the relocation of families, individuals, and business concerns, and for demolition and other related activities.

This pioneering step accelerated the actions - acquisition, relocation, and demolition - that preceded the new development and thus advanced the schedule for the new buildings, plazas, streets and utilities. Equally important, it made possible early acquisition of properties, and financial help to families and businesses in a declining and decadent area.

Since that time, all of the 328 properties in the early land acquisition area have been acquired. Settlements have been made on 103 parcels in the amount of \$3,842,100. Jury awards have been made on another 10 properties in the amount of \$273,260. In addition, pro tanto payments in the amount of \$8,110,600 have been made on unsettled cases to another 127 owners.

Although the project area was occupied mostly by businesses, 264 families and 176 individuals lived there at the time that the

* A loan which permits project activities to begin before official approval of the Urban Renewal Plan.

properties were acquired. All families and individuals were relocated as of June 30, 1963. Approximately 14% of the families moved too far away to inspect their new dwellings. Of the remainder:

85% have moved to standard, inspected dwellings

15% have relocated to substandard dwellings, despite contrary advice by the Authority's relocation staff and repeated efforts to have them relocate in standard housing.

Relocation assistance to these families and individuals included the paying of moving expenses, the finding and offering of standard relocation housing at rents and prices related to income, and through United Community Services, the assistance of trained social workers on relocation problems requiring such professional training.

Of the 777 business concerns in the properties at the time they were acquired, 630 had left the project area by March 1, 1964, and it is estimated that another 30 had their moving plans firmly established. Approximately 88% of the businesses that have relocated have remained in Boston, thereby keeping a high percent of displaced economic activity within the City limits; of the 39 large firms (employing 20 or more people) that have moved or are in the process of moving, 35 have remained in Boston. Included in the assistance provided by the business relocation staff is help in finding new locations; financial advice where it is sought; working with the Small Business Administration in arrang-

ing low-interest loans; and advice, where sought, on new development sites and techniques. Displaced businesses are also paid moving expenses as permitted by law. Until October 2, 1962, these moving expenses could be paid without limit under the applicable Federal regulations. Since that date, a \$25,000 ceiling on such moving expenses has been imposed by Federal regulation.

Demolition has been staged, keeping in mind relocation needs, the timing needs of new development, and minimizing of tax loss to the City. Of the 301 parcels with buildings in the area, 270 have been demolished, primarily for the early Government Center developments - the Federal Office Building, the MTA relocation, City Hall, the State Service Center and One Center Plaza. Approximately 84% of the total building area included in the early land acquisition loan authorization has been demolished.

The project area originally included 22 streets which, under the Plan, will be replaced by four major and two minor streets. Many of the streets have already been discontinued by the P.I.C. in order to accommodate construction of the new buildings. Engineering work on the new streets and utilities is well under way, with a master plan for all new streets and utilities almost completed by consultant engineers hired by the City Department of Public Works. The first new street to

be constructed in Government Center, New Sudbury Street, was started in November, 1962, and was more than 80% complete as of March 1, 1964.



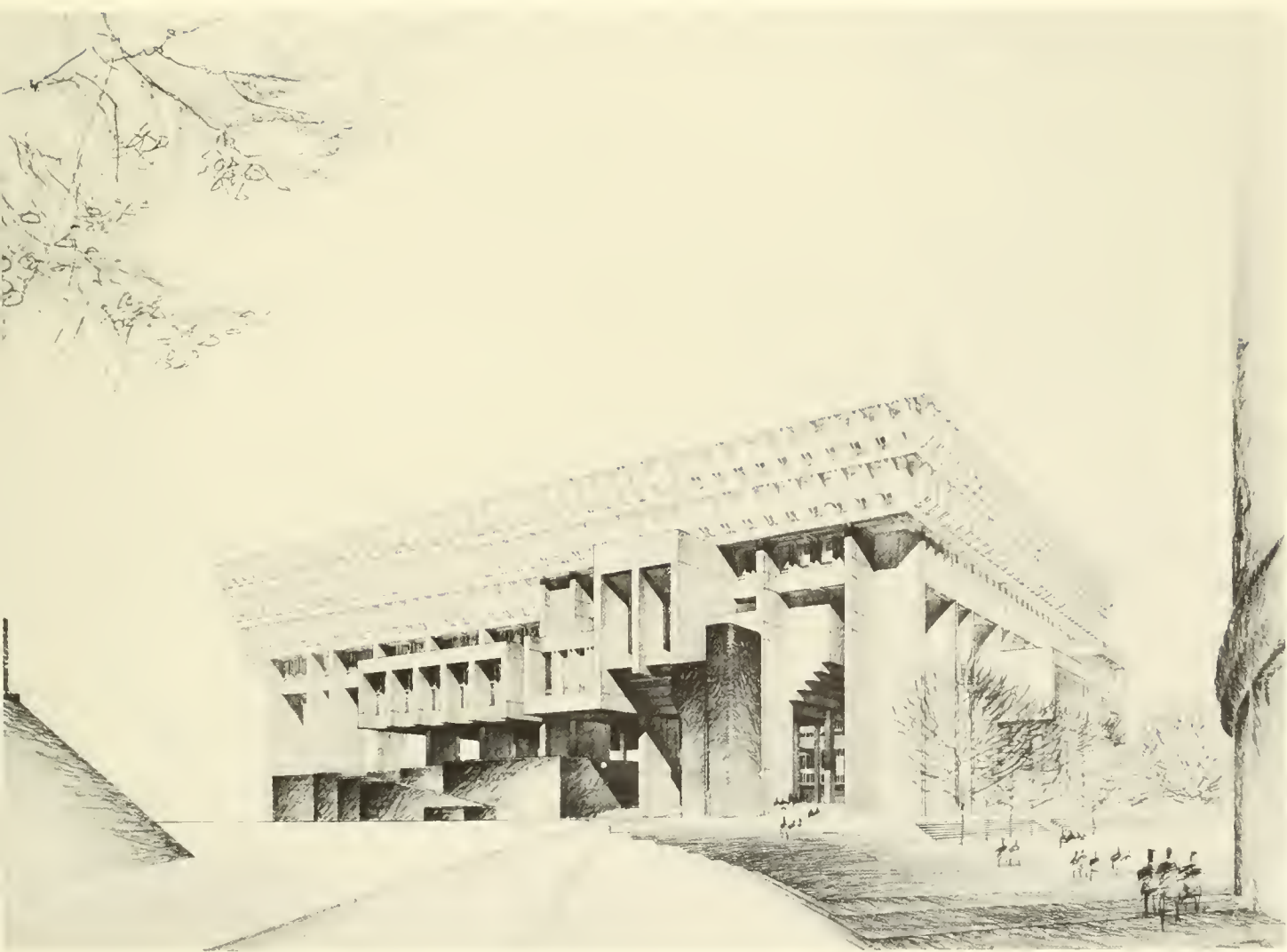
FEDERAL OFFICE BUILDING

D. PUBLIC DEVELOPMENT PROGRESS

While these physical activities have been moving forward to prepare the land for redevelopment, major accomplishments have also been made with and by the various Federal, State and City agencies that must work together to carry out the Government Center Project.

On March 15, 1963, title to Parcel 5 in the Government Center was transferred to the G. S. A. of the Federal Government for the construction of a new \$25,000,000 office building. Transfer of the site, totaling approximately 4.6 acres, followed special actions by the City Council, State Housing Board and HHFA in approving a so-called "early land disposition" of this parcel, the first such action in an urban renewal project in the country. Construction of the building, designed by the Architects Collaborative headed by the world-renowned architect, Walter Gropius, in association with Samuel Glaser and Associates, started in the Summer of 1963, and is scheduled to be completed in mid-1965.

Later in the year, following a similar early land disposition procedure, Parcel 6 was sold to the Government Center Commission of the City of Boston for construction of a new Boston City Hall. This building, to cost approximately \$20,000,000, was designed by the winners of a nationwide architectural competition; it has received widespread commendation in professional journals of



CITY HALL

architecture. Construction of the foundation began in September, 1963, and is now almost completed; bids for the superstructure were advertised on February 8th, and opened on April 30th. An award will be made this month. Present schedules call for the completion of this building in the Summer of 1966.

A formal agreement on site location and site plan, building restrictions, sales and purchase agreement terms, and schedule has been concluded between the Boston Redevelopment Authority and the Government Center Commission of the Commonwealth of Mass., responsible for constructing the 3-building complex know as the State Service Center. A team of architects including some of the most talented designers in New England has been selected for this development. Preliminary drawings have been completed for all the buildings, and final working drawings will be available in the Summer or Fall of this year. \$34,000,000 has been authorized by the State Legislature for this development, construction of which is expected to begin later this year.

The preponderant majority of new parking spaces in the new Government Center would be centralized in a 2,000 car garage to be built by the Real Property Department of the City; this centralization permits efficiency of operation and minimum interference of traffic by cars entering or leaving parking spaces. The reduction of traffic interference is also a prime factor in the selection of the garage site - located where the project adjoins the Central Artery. The Real Property Department and



STATE SERVICE CENTER

the BRA have formally agreed upon the site, the controls, and all other aspects of the proposed development, construction of which is expected to begin next year. The garage is estimated to cost \$7,000,000 - all of which will be creditable toward the City's share of the Government Center Project. Without this credit, the City would, under Federal requirements, have to make a payment to the project of almost \$5,000,000 in cash at an early date. The \$7,000,000 cost of the garage will be repaid from parking revenues, and will generate \$14,000,000 of Federal grants for the Government Center Project and \$3,500,000 of State urban renewal assistance to the City.

A site has been selected for a Consolidated District Police Station in Government Center to house Stations 1 and 2 and the Traffic Division. Plans will be prepared this year for this structure, estimated to cost \$1,200,000 and the building could be completed in 1966, subject to appropriation of funds.

One of the key proposals for the Government Center is the relocation and improvement of MTA facilities. The MTA has already relocated the northbound track between Scollay Square and Haymarket Square Stations, replacing the former curving and inefficient alignment with a straight line, and is very near completion of a new loop track near Scollay Square, making more frequent service to the new Government Center possible. The new Government Center subway station was opened for regular use late



GOVERNMENT CENTER MTA STATION

in October, 1963. All subway alteration work has been done pursuant to a contract executed in February, 1962 between the MTA and the Boston Redevelopment Authority, providing for BRA reimbursement of 90% of the cost of the alterations, the total cost of which is approximately \$3,500,000. The proposed work was approximately 95% complete as of March 1.

Another important proposal of the Government Center relates to modifications in the Central Artery ramp system to accommodate cars entering or leaving the Project Area. The State Department of Public Works has formally agreed to modify one ramp and to construct another, at an estimated cost of \$600,000, around 1/3 of which will be credited toward the City's share of project costs.

E. PRIVATE DEVELOPMENT PROGRESS

Significant progress has also been made on the private development side of the Government Center Project.

After advertising for proposals in October, 1962, the BRA selected Center Plaza Associates as developer of Parcel 12, a crescent-shaped parcel of some 90,000 square feet, located between Cambridge Street and Pemberton Square. Early land disposition approvals for this site were obtained in October and November of 1963, and final architectural drawings completed shortly thereafter by Welton Becket and Associates of New York and California. Although title was scheduled to pass early this year on the first phase of the \$20,000,000 building, in time for a spring start, the developers have experienced some internal financial difficulties which have prevented their going forward on schedule. Under agreements reached with the BRA, the developers, in return for extensions of time granted by the Authority, have made substantial cash deposits, now amounting to \$195,000, to the Authority, in addition to a deposit of \$103,600 initially made, so that a total of \$298,600 is now held as security for this transaction. Construction is now expected to commence in the early Summer.

In May, 1963, the BRA invited proposals for the development of Parcel 10, including rehabilitation of the Sears Crescent and construction of a new building on the Patten's site. Several



ONE CENTER PLAZA

proposals were received from displaced site occupants and it is hoped that two of them will jointly develop the parcel. Total construction cost is estimated at \$4,000,000.

In October, 1963, the BRA tentatively selected John Druker & Son as developer of Parcel 13, including a vacant lot abutting Druker's present property at 50 State Street. Under the Authority's action, Druker will be given 18 months to submit an acceptable proposal for development of the vacant lot and rehabilitation of 50 State Street, in such form as to constitute an integrated development, conforming to the controls of the Urban Renewal Plan. If such a proposal is not submitted, 50 State Street will be demolished, and the two parcels together sold for redevelopment.

Progress has also been made on rehabilitation of not-to-be acquired buildings. The Boston Edison Company has had final architectural plans drawn for the refacing and lowering of its substation on Hawkins Street; construction is ready to begin on what is expected to be a handsome and model reconstruction job, conforming to the controls and objectives of the Urban Renewal Plan. The Hollis Drug and Sanborn Fish Companies, two relocated site occupants, have re-established themselves in Faneuil Hall Square, the so-called Parcel 14; both have done, or are in the process of doing, substantial rehabilitation jobs in their new quarters.



before rehabilitation

after rehabilitation
architect's rendering



BOSTON EDISON COMPANY SUBSTATION
Hawkins Street

Appendix A - PROJECT CHRONOLOGY

April 25, 1960	Survey and Planning Application approved by BRA.
May 9, 1960	Survey and Planning Application approved by City Council.
September 28, 1960	Survey and Planning Application approved by HHFA.
November 16, 1960	BRA votes to approve Cambridge, Sudbury, Congress and Hanover site for GSA.
April 24, 1961	BRA Public Hearing on early land acquisition in Government Center.
May 3, 1961	Early Land Acquisition approved by BRA.
June 1, 1961	City Council hearing on early land acquisition.
June 5, 1961	City Council approves early land acquisition.
June 8, 1961	State Housing Board approves early land acquisition.
September 21, 1961	HHFA approves early land acquisition.
October 3, 1961	Early land acquisition loan contract signed by HHFA.
October - 1961	City Government Center Commission initiates competition for City Hall design.
October 25, 1961	Early land taking.
February - 1962	Demolition starts for MTA construction in Scollay Square.
April - 1962	Demolition starts for Federal site and New Sudbury Street.
May 3, 1962	Jury selects winner of City Hall competition.

June 13, 1962	Agreement with respect to construction of State Service Center executed between BRA and State Government Center Commission.
June 27, 1962	Agreement with respect to construction of City Hall executed between BRA and City Government Center Commission.
October 5, 1962	BRA advertises for proposals for Parcel 12 development.
November 14, 1962	GSA disposition agreement approved by BRA.
December - 1962	Construction of New Sudbury Street starts.
December 20, 1962	Agreement with respect to construction of 2,000 car parking garage executed between Real Property Board and BRA.
December 31, 1962	City Council and Mayor approve Parcel 5 disposition.
January 2, 1963	Demolition starts on City Hall and State Service Center sites.
January 30, 1963	BRA designates Center Plaza Associates as developer of Parcel 12.
February 10, 1963	MTA begins construction on alterations to Scollay Square tunnel.
March 15, 1963	Title to Parcel 5 transferred to GSA.
April 3, 1963	BRA approves filing of Loan & Grant application with HHFA; authorizes public hearing.
April 17, 1963	Government Center Urban Renewal Plan Public Hearing held at Faneuil Hall.
May - 1963	BRA advertises for proposals for Parcel 10 development.
June 5, 1963	BRA approves Government Center Urban Renewal Plan.

June 30, 1963	Family relocation completed.
June 27 - July 11	City Council hearings held on Government Center Urban Renewal Plan.
July 8, 1963	GSA groundbreaking for Federal Office Building on Parcel 5.
July 19, 1963	HHFA approves Government Center Urban Renewal Plan.
August 12, 1963	City Council and Mayor approve Parcel 6 disposition.
September 12, 1963	Title to Parcel 6 passed to Government Center Commission.
September 18, 1963	Groundbreaking for new City Hall on Parcel 6.
October 7, 1963	City Council and Mayor approve Parcel 12 disposition.
October 28, 1963	New Government Center Subway Station opens for regular use.
February 8, 1964	Government Center Commission Advertises for bids for City Hall superstructure.
March 16, 1964	BRA approves site for consolidated Police Station.

Appendix B - FINANCIAL PLAN

Acquisition Expense (Title Searches, appraisals, etc.)	\$ 448,000
Payments for Acquisition of Property	23,600,000
Demolition Costs	1,405,000
MTA Relocation Costs	2,858,000
Public Improvements and Community Facilities	13,275,000
Parking Garage	\$7,000,000
Central Artery Ramps	610,000
Streets, utilities and plazas	5,200,000
Other	465,000
Interest Payments on Federal Loans	\$ 1,550,000
Net Property Management Costs (including payments-in-lieu of taxes to the City)	1,662,000
Administrative, Legal & Planning Costs	1,546,000
Other Project Contingencies	<u>2,049,000</u>
Gross Project Cost	\$48,393,000
Land Disposal Proceeds	9,906,000
Net Project Cost	38,487,000
Federal Share	25,209,000
City and State Share	13,278,000
Federal Relocation Payment	2,332,000

The local share of project costs would be \$13,270,000.

\$7,610,000 of the local share is proposed to be provided in self-supporting or State provided facilities (the parking garage

and the Central Artery ramps), leaving \$5,668,000 to be provided in other City facilities. Since State urban renewal assistance to the project would be at least equal to the \$5,668,000 figure, it is not contemplated that any of the Government Center costs will be reflected in the tax rate. None of the City contributions are proposed in the form of a cash contribution to the project, but are totally in the form of tangible improvements.



GOVERNMENT CENTER ILLUSTRATIVE SITE PLAN

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